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Digital-to-Analog Converter Box
Coupon Program

Consumer Education Plan

Addendum



IBM Global Business Services



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**U.S. Department of Commerce
National Telecommunications and Information Agency (NTIA)**

Digital to Analog Converter Box Coupon Program

Consumer Education Plan Addendum

In Response to Contract Number: DG-1335-07-CQ-0054

Addendum

Submitted to: US Department Of Commerce/NOAA
OFA/EXT Clients Acquisition MGT D/OFA6
1305 East-West Hwy., 7th Floor
Silver Spring, Maryland 20910

Submitted by: IBM Global Business Services
12902 Federal Systems Park Drive
Fairfax, VA 22033

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1. Introduction

Days before the nation's full-power television stations were slated to complete the transition to all-digital broadcasting, President Obama signed the DTV Delay Act into law, moving the final day for transition from February 17 to June 12, 2009. Congress passed the legislation, which gave unprepared consumers more time to get ready for the transition.

The American Recovery and Reinvestment Act of 2009 (ARRA), signed by President Obama on February 17, authorizes \$650 million in funding for additional coupons and the extension of related activities, including consumer education. To communicate the change in the transition date – and to help unprepared consumers to take action and maintain their access to television programming – the National Telecommunications and Information Administration (NTIA) is extending its consumer education outreach effort.

1.1 Purpose and Scope of Consumer Education Extension Plan

The Federal government is keenly aware of the need to educate all U.S. residents about the digital television (DTV) transition, especially those households that rely exclusively on over-the-air (OTA) broadcasts and who may lose television service without a converter box, subscription to cable or satellite, or the purchase of a digital TV.

This document describes the extension of the consumer education plan for the NTIA TV Converter Box Coupon Program. The plan will be used by NTIA to chart the overall direction of the campaign extension, as well as to guide campaign messaging, materials and tactics. Although the consumer education extension plan may evolve as a result of monitoring and evaluation, this document provides a strategic course of action to educate consumers about the digital transition and the Coupon Program, and encourage immediate action.

The IBM/Ketchum team, working with NTIA, will develop and implement the Coupon Program consumer education extension plan in coordination with the Federal Communications Commission (FCC) and industry groups in an effort to minimize the number of households that are unready when the transition completes on June 12, 2009. NTIA's involvement in campaigns led by the DTV Transition Coalition, the cable and broadcast television industries, advocacy groups, and the Federal Communications Commission (FCC) will help ensure that the Coupon Program consumer education efforts complement and enhance these campaigns, rather than duplicate them. Although outreach conducted by these other entities will likely include information about the availability of coupons to help pay for converter boxes, the education plan described in this document will be the only campaign devoted *solely to the Coupon Program*, and, as such, will direct consumers to the Web site (www.DTV2009.gov), toll-free number (1-888-DTV-2009) and other resources that serve as the official places to find news and information on the Program.

1.2 Situation Analysis

The IBM/Ketchum team worked with NTIA to launch the first consumer education project plan in 2007. The goal was to educate the estimated 13.5 million U.S. households that received only OTA broadcasts on analog television sets about the digital transition and NTIA's TV Converter Box Coupon Program. According to Nielsen, there were higher percentages of OTA households among minority

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populations (African American, Hispanic, Asian American, Native American), seniors, rural residents, low-income and people with disabilities, making these groups a focus of the NTIA consumer education campaign from the beginning. The Coupon Program offers each U.S. household up to two \$40 coupons toward the purchase of converter boxes that enable analog televisions to continue to operate. Consumers' other options for preparing for the transition are to purchase a TV with a digital tuner or to subscribe to a cable, satellite or other pay service.

As a result of major public education campaigns by the Department of Commerce's NTIA, the FCC, and industry groups, approximately 97 percent of the adult U.S. population was aware of the planned February 17 transition, according to a survey by the National Association of Broadcasters. This level of awareness was also evident in focus groups conducted for the NTIA in March 2009 when even unprepared consumers could recite information about the transition and the Coupon Program.

Despite the overwhelming levels of awareness, Nielsen data indicated that as of February 15, 2009 approximately 4.4 percent of U.S. households, or five million homes, remained completely unready (defined by Nielsen as households that would not have working TVs at the time of data collection) for the digital television transition. Passage of the DTV Delay Act and the ARRA provided the opportunity to ensure more U.S. households were ready for the switch by moving the conclusion of the digital television transition to June 12, 2009, and providing additional funding for TV converter box coupons and consumer education. The DTV Delay Act did not, however, require stations to continue analog broadcasts, and some stations have switched to digital in advance of the mandatory June 12 transition date. Specifically, the FCC announced that 641 of the nation's 1,800 full-power stations (36 percent) ended their analog signals as of February 17. More stations – and even entire markets – will also end analog broadcasts before June 12, including approximately 150 stations in mid-April.

Consumers being pushed to act when 641 stations transitioned on February 17 and additional funding that allowed NTIA to fulfill approved coupon applications that had been previously placed on a waiting list contributed to a decline in the number of unready households between mid-February and March. As of March 29, 2009 Nielsen indicated 3.4 percent (approximately 3.9 million of the 114.5 million U.S. TV homes) were completely unready for the switch. However, several demographic groups are unready at a rate significantly higher than the national average:

- 6.3 percent of TV homes where the head of the household is under 35 years of age are unready.
- 6.2 percent of African-American TV homes are unready.
- 5.6 percent of Hispanic TV homes are unready.

To further understand why the remaining households had yet to prepare, NTIA conducted focus group research with each of the original target populations (minorities, seniors, rural residents, low-income households, people with disabilities), with a particular emphasis on the younger (ages 18-34), African American and Hispanic consumers who lag significantly behind the rest of U.S. households in preparedness. The research was primarily designed to elicit reasons why consumers had yet to prepare, what may motivate them to act, and how best to communicate with them in the final months prior to the transition. The research highlighted:

- **General awareness is high, knowledge of specifics is moderate.** Participants were aware of the transition, the extension of the date and the Coupon Program to levels rarely seen in focus group research. While participants have heard of the Coupon Program, they were less clear about the program specifics including how to apply, that coupons had an expiration date and value of the coupon.

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- **There is no single reason unready consumers have yet to act.** While a single definitive explanation as to why individuals have not taken steps to prepare or did not complete the preparation process did not surface, there were several consistent reasons mentioned:
 - Many participants are experiencing financial hardships that are typical of low-income populations and greatly exacerbated by the current economy. Low-income households are focused on meeting basic needs (e.g., food, rent, gas). Participants noted that television is not viewed as a priority and switching before the deadline is less important, particularly in within the context of their current economic challenges.
 - There is curiosity about why the transition is taking place, some consistent feeling that the transition is a government conspiracy to require people to subscribe to cable television or purchase new televisions, and a belief held by some that the converter boxes provide a way for the government to monitor viewing habits and track movement.
 - Some feel strongly that television should remain free and have chosen not to prepare because there was a cost involved.
 - Several consumers believed that because the transition date had changed once, it may change again and there was not a real need to prepare for June 12.
- **There are no universal motivators of action.** Despite consistent probing on the subject, consumers did not identify any universal motivators of action. The reasons consumers have not acted – financial hardship, disbelief that the transition date will remain June 12 and the low priority of television in their households – may provide the only guidance about the type of information that could help to move unready households to action.
- **Mass media has been the most dominant source of information about the transition and the Coupon Program.** Consumers were questioned about where they remember hearing information about the transition and the Coupon Program, as well as where to best reach them in the future. Mass media – television, radio and newspapers – were consistently mentioned as the dominant source of information. Participants also indicated community-based outreach (information in local retail outlets, grocery stores, etc.) would also be places where they would like to receive information.
- **Potential issues with technical understanding.** While the goal of the groups was to extract information related to the Coupon Program, there were several key learnings that may inform other outreach on the transition process. It was clear that many consumers are accustomed to using TVs with poor reception (e.g., they watch programs despite a lot of “snow” on a channel, or they simply listen to a program because the picture quality is so poor). Most consumers realized that after the transition they would not receive TV broadcasts, but did understand that it was an all or nothing scenario – watching a poor picture would no longer be an option. Some participants also noted they were not aware that TVs with converter boxes still require antennas. Understanding varied on the need for a separate converter box for each television.

The focus group findings, lessons garnered from the first phase of outreach and recent data provide the basis for development of our approach to the extension phase outreach.

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2. Extension Period Approach

Experiences over the past 18 months with the TV Converter Box Coupon Program, along with the latest Nielsen data and focus group research, point to the need to use different communications tactics while focusing outreach on unready households. The message to consumers must move beyond promoting awareness of the new transition date and the availability of coupons, to strongly encouraging consumers who remain unprepared to take action. For many, that means applying for a coupon and using it. Furthermore, the outreach efforts must include information that directs consumers to resources for converter box installation and troubleshooting as needed. But rather than spread these messages nationwide, the campaign will need to specifically target demographic groups and geographic areas where need is the greatest.

Also important will be even closer coordination with the FCC, the other primary Federal agency responsible for consumer education around the DTV transition. Experiences with the markets that have already transitioned have underscored the need to both 1) assist consumers in understanding what, if any, action they must take and 2) provide consumers with technical support. Technical support includes providing information on issues ranging from choosing the correct antenna to determining potential reception issues at a specific address. As these are issues addressed by the FCC, enhanced coordination between NTIA and the FCC will lead to better prepared citizens, as well as increased efficiency in the use of staff and monetary resources.

2.1 Goals and Objectives

The overarching goal of the TV Converter Box Coupon Program consumer education campaign remains consistent:

**Educate U.S. residents who receive only over-the-air broadcasts
on analog television sets about the digital transition and the
Converter Box Coupon Program.**

Some of the program objectives in the original consumer education plan are revised to reflect the reality of the environment and targeted mission of the extension period. The extension plan objectives include:

- Encourage immediate action among those households that have yet to prepare.
- Increase awareness of the steps required to participate in the TV Converter Box Coupon Program.
- Generate requests for coupons, particularly among target audiences that are behind in their level of preparedness.
- Encourage consumers who apply for TV Converter Box Coupons to use them prior to the conclusion of the transition and the coupon expiration date.

2.2 Program Strategy

As noted above, in order to accomplish the program objectives the IBM/Ketchum team will need to use a variety of proven tactics that reach the target populations. Strategically, our outreach will mirror consumer behavior patterns experienced in the pilot and actual transitions that have been happening since September 2008. We will communicate urgency and Coupon Program information through mechanisms that allow us to reach the greatest number of our target demographic and geographic

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audiences immediately. Beginning approximately one month before the end of the transition, we will add elements to our outreach that allow us to provide more on-the-ground assistance and direct consumers to resources that will assist them in dealing with technical issues that may arise in the weeks approaching and following the actual station transitions.

The consumer education extension program plan includes four major work streams, as described below and discussed in further detail in section 3.0.

- Refine the message.
- Leverage earned and paid media.
- Mobilize on-the-ground support, including new and existing partners.
- Track and measure the results.

2.3 Messages

NTIA successfully created a distinct identity for the TV Converter Box Coupon Program that was used consistently throughout the first phase of outreach. The Coupon Program Web site and toll-free number, and partner and media events and materials, all reflected the program identity. This identity will remain intact throughout the extension phase of the campaign.

As the focus group research indicates, there is no single reason for inaction among unprepared households, but there was also only a moderate level of understanding regarding the specifics of the program (i.e., coupon value, exact date in June transition will take place, how to apply). Therefore, we do not anticipate a drastic departure from the existing messaging platform, rather a refinement of emphasis. Key elements of messaging for the extension period will include the following:

- **Act immediately.** It is imperative that those who have yet to prepare begin immediately and are clear that the transition will conclude on June 12, 2009. When consumer outreach began, knowledge of the digital transition was low and the Coupon Program had yet to be introduced. Consumers first had to be made aware, before they could be moved to understanding and then to action. With awareness now at very high levels and very little time remaining before the transition is complete, messaging must focus on the urgent need to take action. While improvements to the Coupon Program have decreased the time it takes to process coupon requests, it still takes about two weeks for consumers to receive coupons after applying for them.
- **\$40 discount the coupon offers.** The cost of the converter box is an issue for many who remain unprepared. Emphasizing the value of the coupon may help to motivate some consumers.
- **Steps required to prepare.** Applying for a TV Converter Box Coupon is only the first step in preparing for the transition for consumers choosing to keep their analog TVs. Consumers must also be encouraged to purchase the converter box before their coupon expires and install the box. While a secondary focus for this final phase of outreach, NTIA's successful "Apply. Buy. Try." messaging is a simple call to action that can be resurrected to help reinforce the three-step process consumers need to consider.
- **Resources for assistance.** Preparing for the transition requires more effort than simply applying for a coupon and buying a box. As noted above, organizations including the FCC, retailers,

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manufacturers, DTV Transition Coalition and other non-governmental entities will be providing technical support for installing and operating the converter box. NTIA can assist by providing information on the resources available to consumers.

As secondary information, messaging that discusses the reason for the transition and the benefits (i.e., improved picture, additional channels, and benefits to emergency responders) can be provided to address suspicions around the converter box. Simple explanations about what the box does and how it works will help to quell suspicion for some consumers; these explanations are best delivered as part of on-site demonstrations and informational materials distributed by partners.

While the timeline is short, the IBM/Ketchum team recognizes a potential need for additional messages (and possibly limited additional materials) at the following points in the process:

- If demand requires prioritization of applications or a waiting list be reinstituted.
- Over the weeks between the transition and the deadline for coupon applications (June 12, 2009 – July 31, 2009).
- During the weeks leading up to the final coupon redemption date.

The focus of the messages will be determined by the NTIA/IBM team, but the delivery of the messages will be carried out through media (earned and paid), NTIA supported events and the partners. Ensuring that DTV messages are heard and understood by consumers will require coordinating with a large number of media and partners organizations to deliver them through a broad spectrum of channels. Detailed plans for execution are outlined in section 3.0 below.

2.4 Target Audiences

The original TV Converter Box Coupon Program consumer education plan focused on 45 target geographic markets and five key demographic populations, yet also took into consideration that this program was new and completely unknown and therefore did require complimentary national outreach that ultimately touched the majority of Americans.

The geographic and demographic audience targets in the extension phase have been further defined. Taking into account the timetable, available resources and needs, the following describes the primary markets and populations this phase of outreach will target.

2.4.1 Geographic Target Markets

The original consumer education plan outlined 45 target markets. Outreach focused on these 45 markets in order to maximize campaign resources while ensuring that consumers most vulnerable to losing their television broadcast completely received the most frequent communications. These markets were selected because they met at least one of the following conditions: (1) 150,000 or more OTA households (Nielsen); (2) 20 percent or higher OTA households (Nielsen); (3) among the “top 10 cities of residence” for target demographic groups (African Americans, Hispanics, Asian Americans, Native Americans, seniors). The target list grew to 84 as data allowed the team to identify low OTA household participation rates in the TV Converter Box Coupon Program by market. This list of 84 markets identified prior to the delay in the transition was the baseline for choosing target markets for the extension period.

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Initially, the list of 84 was reduced by eliminating those markets where two or more of the major network stations were transitioning on February 17, 2009 as experience highlighted this triggered consumers to action. The remaining cities were then prioritized based on specific criteria. Since NTIA's primary focus is the TV Converter Box Coupon Program, the most important criteria for prioritizing markets was participation by OTA households in the Program. In an effort to maximize resources, market size was also a top consideration. Finally, demographic and Nielsen data were also taken into account, and ultimately 28 target markets were selected based on the following criteria:

- DMAs at or below 100 percent OTA household participation in the Coupon Program AND
- Top 150 DMAs (out of 210 markets).
- DMAs that are in the top 25 cities of residence for African American and/or Hispanic consumers.
- Above average in the percentage or number of households completely unready according to Nielsen data through February 15, 2009. (Note: These criteria were applied only to the 56 markets that are ranked by Nielsen ranks only 56 markets)

The 28 target markets of focus include:

▪ Albuquerque-Santa Fe, NM	▪ Las Vegas, NV
▪ Anchorage, AK	▪ Los Angeles, CA
▪ Baltimore, MD	▪ Minneapolis-St. Paul, MN
▪ Boise, ID	▪ Monroe-El Dorado, LA – AR
▪ Cleveland-Akron (Canton), OH	▪ Monterey-Salinas, CA
▪ Colorado Springs-Pueblo, CO	▪ Phoenix, AZ
▪ Dallas-Ft. Worth, TX	▪ Portland, OR
▪ Denver, CO	▪ Sacramento-Stockton-Modesto, CA
▪ Des Moines-Ames, IA	▪ Salt Lake City, UT
▪ Fresno-Visalia, CA	▪ San Francisco-Oakland-San Jose, CA
▪ Harlingen-McAllen-Brownsville, TX	▪ Seattle-Tacoma, WA
▪ Houston, TX	▪ Springfield, MO
▪ Indianapolis, IN	▪ St. Louis, MO
▪ Joplin-Pittsburgh, MO – KS	▪ Tulsa, OK

2.4.2 Demographic Target Populations

As noted above, there were higher percentages of OTA households among minority populations (African American, Hispanic, Asian American, Native American), seniors, rural residents, low-income and people with disabilities, making these groups a focus of the NTIA consumer education campaign from the start. Since NTIA does not collect demographic data from consumers upon application, we are relying on data from Nielsen to direct our strategy for identifying which of these target populations should continue to be our primary focal point.

Nielsen data as of March 29, 2009, indicate that older Americans (ages 55+) are the most prepared. Only 1.8 percent of the senior population is completely unready, compared to the 3.4 percent national average. Asian American households are closer to the national average than other minority groups at 4.4 percent unready. However, both African American and Hispanic households fall farthest behind the national average in readiness with 6.2 percent of African American and 5.6 percent of Hispanic

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households completely unready. Unanticipated by many, readiness among the youngest households also lags behind the national average with 6.3 percent of households lead by someone under the age of 35 being completely unready. Finally, across all groups, low-income households represent a large number of those who remain unready.

The TV Converter Box Coupon Program extension phase will not ignore the original target populations or the addition of younger consumers as a population that must be reached. However, outreach efforts in these final months concentrate more on reaching African American and Hispanic households, low-income households, and households led by an individual under the age of 35.

3. Campaign Execution

As noted above, our outreach in the extension phase of the campaign will be focused on target markets and target demographic populations that lag behind in their readiness for the conclusion of the digital television transition. Therefore, our tactical execution will focus in those areas as well, but not to the complete exclusion of all others. As described in detail below, urgency and Coupon Program information will be communicated to our target demographic and geographic audiences immediately. Approximately one month before the end of the transition, tactics will be employed that allow us to provide more on-the-ground assistance and to direct consumer to resources that will assist them in dealing with technical issues that may arise in the weeks approaching and following the transition in their market.

3.1 Strategy Development and Program Support

This document, upon acceptance by NTIA, will serve as an action plan (informed by data and original research with the target populations) for the period of April 1 through the final point of coupon redemption. In addition to executing the tactical elements of the plan, the IBM/Ketchum team will also continue to support the general needs of the Program as outlined below.

3.1.1 General Program Support

The TV Converter Box Coupon Program receives regular requests for information and support. Throughout the extension phase contract, the IBM/Ketchum team will continue to fulfill those requests, for example: assistance in preparing testimony and/or reporting as it relates to consumer outreach efforts; participation in key external meetings and briefings; maintenance of a database of partner and media activity; and pulling reports and answering inquiries related to database content.

In addition to reporting progress against campaign strategies, the team will keep NTIA informed of our day-to-day progress through weekly meetings and activity reports. We will prepare a meeting agenda prior to each consumer education weekly update meeting and we will submit a memo at the conclusion of each week outlining the status of specific activity in each of our strategic program areas.

As an integral member of the NTIA/IBM team tasked with development and implementation of the consumer education program, Ketchum will work closely with the IBM program office to ensure that we provide the highest quality performance and products. Working collaboratively with the greater IBM team, Ketchum will:

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- Participate in weekly team integration meetings and other scheduled or unscheduled meetings with IBM team;
- Participate in weekly IBM/Consumer Ed “deep dive” meetings;
- Review dashboard data to inform consumer education outreach activities, and;
- Participate in monthly meetings including PMR’s, message discussions and/or risk management discussions.

3.1.2 Post Transition Support

As June 12, 2009 approaches, the IBM/Ketchum team will be better able to gauge if, and to what extent, there will be coupons available for distribution after the transition has concluded. If coupon availability is limited in the weeks leading up to June 12 that may need to be handled as a potential issue (see section 3.1.3 below).

If coupons remain available, the IBM/Ketchum team will provide consumer outreach recommendations about how best to communicate coupon availability and to whom. Upon approval, those recommendations will be executed on behalf of NTIA. Recognizing consumers will only have a matter of weeks until the July 31 deadline for submitting applications, and that the environment will likely be cluttered with DTV information that is more technical in nature, we envision employing tactics like:

- Media telebriefing and/or press alert to inform consumers about the availability of coupons.
- Partner call to encourage partners to engage consumers who have contacted them about losing television service due to non-action prior to June 12.
- Radio media tour with key demographic media alerting consumers to coupon availability.
- Viral e-mail or similar on-line outreach initiated through partner organizations.

3.1.3 Issues Management and Support

Issues can develop at any time in the program and the IBM/Ketchum team will support NTIA in dealing with those issues from a communications perspective.

Ideally the team will identify potential issues in advance and prepare strategies preemptively in order to keep the issue from increasing to a critical level. Through participation in weekly discussions with NTIA, the full IBM team, and industry meetings we will look for issues that, even if being addressed, could result in the need to communicate information to external audiences. For example, this could include issues like a planned system shut-down, suspicion of attempted consumer fraud or coupon abuse, or the need to make changes to the coupon distribution process (i.e., prioritization, waiting list, etc.) due to high coupon demand. Upon identifying those issues, we will do the following:

- Alert IBM and NTIA to potential public perceptions and/or the need to communicate externally.

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- Provide a recommended approach to communicating the issue externally, which will include messages, primary and secondary audiences and a tactical approach to disseminating the information.
- Execute the agreed upon strategies and tactics to deal with the issue and mitigate impact on the program.

Should the situation arise where an incident is unexpected, or an issue escalates to a crisis point (i.e., major consumer fraud event, allocation of all funds weeks prior to the transition conclusion, etc.), the IBM/Ketchum team will take the following actions:

- Upon being informed of the situation, identify a crisis team to remain in place until the incident has concluded.
- Provide a recommended approach to communicating the issue, including input on messaging, primary and secondary audiences, tactical approach to information dissemination, and timing.
- Prepare NTIA spokespeople through a message/media briefing, development of Q&As and mock interviews/presentations.
- Create materials including press remarks, statements, web content and other items as necessary.

3.2 Message and Material Development

Changes to the transition date and the TV Converter Box Coupon Program mean additional materials will need to be created. The specific items to be developed will be determined in coordination with NTIA as a result of information gathered from research with the target audiences, but at this time we anticipate needing items such as: program one-pager, newsletter article, poster, and a resource list to direct consumers to more specific technical support. These items will all be translated into Spanish and into no more than five Asian languages. Materials will also be made available via the consumer web site in a format that is accessible to persons with disabilities.

In addition to new materials, IBM/Ketchum will oversee consumer and retail Web site content to ensure consistency. We will offer recommendations and text to keep the web sites up-to-date. This includes reviewing and revising current materials that can still be used with minor adjustments (i.e., materials highlighting consumer options, benefits of digital television transition, etc.).

3.3 Media Outreach

The IBM/Ketchum team will accomplish the objectives of the extension period using a mix of media tactics that have the greatest potential to reach our target consumers including earned media, public service advertising (PSAs), social media and paid media. While earned media, public service advertising and social media provide credible and trusted methods of reaching our target audiences, paid media provides guaranteed placements. Together, this mix will help to ensure our target audiences are exposed to our messages multiple times, in multiple formats.

3.3.1 Earned Media

Earned media outreach has been a successful cornerstone of our efforts to date. In the months leading up to June 12, 2009, the IBM/Ketchum team will continue to use earned media that specifically reaches

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the five target audiences, with increased efforts to African American and Hispanic media. This may include offering story ideas and interviews with NTIA spokespeople, engaging key local media personalities in outreach or local events, or highlighting efforts and assistance available through NTIA's grantees Leadership Conference on Civil Rights Education Foundation (LCCREF) and National Area Associations on Aging (n4a) in our target markets. The team will also coordinate closely with the Department of Commerce Office of Public Affairs to identify existing opportunities or contacts that can add support to Coupon Program outreach efforts.

While outreach is targeted, the IBM/Ketchum team will assist with Coupon Program updates or announcements that must be communicated on a nationwide level (i.e., changes in how program operates, elimination of/creation of waiting list, etc.). In addition to conducting proactive outreach, when appropriate we anticipate using a variety of earned media tools that have proven successful in the past including (but not limited to) radio media tours, press releases, and telebriefings.

3.3.1.1 Target Market Proactive Outreach

The IBM/Ketchum team will conduct proactive media outreach to outlets that reach African American and Hispanic consumers in our 28 target DMAs to encourage coverage of the impending transition and secure interviews with NTIA spokespeople about the Coupon Program. In these interviews consumers will be urged to take immediate action to prepare for the conclusion of the transition and describe the step-by-step process consumers should follow to prepare. In addition, where appropriate, the IBM/Ketchum team will highlight activities and assistance offered through NTIA's grantees LCCREF and n4a. While the team will remain flexible in order to react to potential opportunities in the target markets as they arise, outlined below is our current outreach plan on a week-to-week basis throughout April. In May and June we will revisit the cities with the greatest need based on updated data, and in conjunction with Mobile Assistance Center (MAC) events as outlined in section 3.5.

- April 6 -10: Albuquerque-Santa Fe, NM; Houston, TX; Tulsa, OK; Dallas-Ft. Worth, TX, Sacramento, CA; and Los Angeles, CA.
- April 13-17: Phoenix, AZ; Salt Lake City, UT; Cleveland, OH; Portland, OR; Indianapolis, IN; and Minneapolis, MN.
- April 20-24: Seattle-Tacoma, WA; Las Vegas, NV; St. Louis, MO; San Francisco, CA; Baltimore, MD; and Fresno, CA.
- April 27 – May 1: Harlingen-McAllen, TX; Anchorage, AK; Colorado Springs, CO; Boise, ID; Joplin-Pittsburgh, MO-KS; Monterrey-Salinas, CA; Monroe-El Dorado, LA-AR; and Des Moines-Ames, IA.

Based on our experience with ethnic media, the IBM/Ketchum team will also develop a matte release to be sent to publications that do not have the time or resources to conduct an interview, but would like to run a story. A matte release is a formatted, consumer-related article sourced from NTIA, which editors can use in their publications. To make the release appeal to readers of these publications, it will include statistics that specifically address the transition and the Hispanic and African-American communities' level of preparedness.

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3.3.1.2 Radio Station Engagement

In order to effectively reach African-American and Hispanic audiences in key markets for the TV Converter Box Coupon Program, the IBM/Ketchum team recommends conducting outreach to prominent local radio stations and personalities. As discussed in more detail in section 3.3.4, radio is a trusted source of information for the Hispanic and African American communities. Working with radio stations and personalities in top Hispanic and African American DMAs that fall within NTIA's 28 key markets, we will encourage stations to assist in one or more of the following ways:

- Discuss the Coupon Program on-air, emphasizing the urgent need to act.
- Encourage public attendance at NTIA's MAC events (see section 3.5) by broadcasting approved readers with event information. Stations will also be invited to do a live remote segment from the MACs and include information about the events on their web site.
- Leverage the station's existing community events and expos to distribute materials about the Coupon Program and the transition.

3.3.1.3 May 12 National Outreach

Key moments in time represent a natural opportunity for media to discuss the transition. The IBM/Ketchum team will conduct significant outreach the week of May 11, marking one month until the conclusion of the transition. While the majority of our outreach efforts will remain on the 28 target markets and key demographic populations, a broader outreach effort should be conducted by NTIA alone or in cooperation with other Federal and industry partners surrounding this milestone. At this point in time, we recommend the following activities to mark the beginning of the one-month countdown:

- **National Telebriefing/Press Event.** The IBM/Ketchum team will work with NTIA to coordinate a telebriefing or press event, which may be conducted in cooperation with other Federal and industry partners. The telebriefing will focus on encouraging consumers to act immediately to prepare for the switch. We will reinforce the steps required, provide an update on the Coupon Program including request and redemption data, and reinforce upcoming key dates. The day of the event, we will also issue an accompanying press release.
- **State-by-State Release.** The team will develop and disseminate state-specific news releases for each of the 28 target markets. The state specific releases will include information about coupon requests and redemptions in the particular state of focus.
- **Satellite Media Tour (SMT).** Upon agreement from the Department of Commerce Office of Public Affairs, the IBM/Ketchum team will arrange an SMT for Secretary Gary Locke or Deputy Assistant Secretary Anna Gomez on May 11 or 12. The tour would be approximately two hours and focused on the 28 target markets. The focus of the SMT content will be decided in conjunction with DOC and NTIA, but would likely include encouraging consumers to prepare for the switch immediately.
- **Radio Media Tour (RMT).** The IBM/Ketchum team recommends scheduling two radio media tours the week of May 12, one focusing on Hispanic radio stations and networks and the second on African American. A radio media tour (RMT) is a series of back-to-back radio interviews with an

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NTIA spokesperson at a central location conducted by any number of radio stations and/or networks over the span of several hours.

3.3.2 Transit PSA Campaign

Working from the assumption that the industry (e.g., NAB, Univision, etc.) will continue to produce and distribute television PSAs, the IBM/Ketchum team proposes to complement this effort with PSAs on buses and in bus shelters. Public transit PSAs represent an excellent way to reach our target populations. Nationwide, people board public transport 34 million times a day, according to the American Public Transportation Association (APTA), and ridership is on the rise, up 32 percent since 1995. In 2007, Americans took 10.3 billion trips on public transportation – the highest ridership level in 50 years. Public transportation provides an affordable, and for many, necessary alternative to driving. About 35 percent of transit passengers have annual household incomes under \$25,000, and 33 percent are ages 20 to 34. Most – about 60 percent – belong to minority groups; about 33 percent are African American and 14 percent are Hispanic. Public transit systems provide vital links to work, school, social services, medical appointments, and daily errands for low-income and minority communities. And buses are the most common and affordable mode of public transport.

A public transit PSA campaign offers NTIA a cost-effective way to reach our target consumers through a highly visible platform. The team will be responsible for development of the PSAs, as well as securing PSA space in approximately 18 to 20 of our 28 target markets. (NTIA target markets that will transition by mid-April, do not have a public transit system that offer PSA space, and/or do not have space availability in spring 2009 at time of final negotiation will not be considered for this program.)

The IBM/Ketchum team, working in close cooperation with NTIA, will design print PSAs appropriate for placement on buses and in bus shelters. We will ensure the information conveyed is simple, actionable, and can be processed in a matter of seconds by those who see it. The design will be consistent with other Coupon Program materials and will be translated into Spanish for bus routes that service Hispanic neighborhoods. The IBM/Ketchum team will present the concepts to NTIA for approval, size the PSAs to meet the needs of each public transit system, and handle printing of the PSAs and shipping to the transit companies.

Simultaneous to development of the PSAs, the IBM/Ketchum team will also contact outdoor media companies such as CBS Outdoor, Clear Channel Outdoor Advertising, Lamar, and Titan Worldwide to secure tentative agreements for transit PSA space. We will work with them to garner space on bus routes that travel through neighborhoods with high Hispanic and/or African American ridership. During these conversations we will also identify the type of PSA space available, which may include:

- Transit shelters: typically 47” x 69” or 4’ x 6’ and are located at bus stops
- Benches: typically 24” x 84” and are located at bus stops
- Bus kings: typically 30” x 144” and are located on the sides of the outside of the bus
- Bus queens: typically 30” x 88” and are located on the sides of the outside of the bus
- Bus tails: typically 20” x 70” and located on the back of the bus on the outside.

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- Bus interior cards: typically 11" x 28" and are located inside the bus on each side along top
- Bus Interior Banners: typically 12" x 60" and located inside the bus along the top on each side of the bus

A proposed schedule will be developed and presented to NTIA for approval. Depending on space availability and approval processes, we would anticipate the campaign beginning in late April or early May and running for a period of four to six weeks. (Length of the campaign is generally dictated by the outdoor advertising company based on space availability.)

The IBM/Ketchum team will supply a market by market listing of placements and in select markets photographs of the PSAs once they have been placed on the transit vehicles or in shelters.

3.3.3 Social Media

According to MRI 2008 Doublebase, 61 percent of all U.S. adults between the ages of 18 and 34 have a cell/mobile/PDA device with a text message feature and 40 percent have used that feature within the past 30 days. Among our two primary target populations there is high usage with 50 percent of Hispanic and 54 percent of African-American consumers age 18-34 having a device with text message capabilities. (Thirty-two percent and 34 percent respectively have used feature in past 30 days.) A viral texting campaign will help to increase the impact on our target audience by engaging them via SMS (short message service) text. It will also increase the number of interactions we have with our target audience and extend the reach of the program's educational efforts by generating word of mouth engagement from our audiences.

The viral texting campaign will deploy a mobile text projection unit equipped with an LCD projector to 10 markets to support local MAC events and/or the DTV Assistance Centers. (Since the activity must occur at night, DTV Assistance Centers will only be considered if evening hours are available.) Passers by at each venue will see a large projected billboard displaying a fill-in-the-blank headline. The billboard will prompt consumers to engage in the conversation and display a number where they may send their text. Messages will be moderated and those approved will be displayed – creating a dynamic and interactive experience at each venue.

The IBM/Ketchum team will design the billboard to be displayed in English and Spanish, license the mobile text projection technology, identify appropriate locations, secure appropriate permits, and coordinate with MAC staff, and provide onsite support and text moderation. We will also develop a schedule for the texting campaign, including specific venues.

To supplement the texting campaign, we will conduct extensive earned media outreach (both traditional and non-traditional media) and engage local partner organizations to promote the texting tool. Throughout the viral texting campaign tour, photos and/or video snapshots of the outreach will be provided. We will also submit a report summarizing the final schedule and outreach activities.

3.3.4 Paid Media

As noted above, while earned media and PSAs offer great value and credibility, paid media's advantage is it offers guaranteed placements, but at a higher cost. The IBM/Ketchum team will work

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with new and existing partners to execute a small, targeted paid media plan aimed at the key target demographic populations to supplement additional outreach efforts.

Research from MRI Doublebase indicates the African-American and Hispanic consumers rely heavily on radio for information. In fact, 60 percent of African-American consumers listen to urban radio (70 percent in the 18-34 year old segment) and 52 percent of Hispanic consumers listen to Hispanic radio (44 percent in the 18-34 year old segment). Therefore the majority of our paid efforts will be concentrated on radio. Due to economies of scale, the radio media plan will reach our target communities on a national level; supplemental print advertising will be considered for a limited number of the 28 target markets if deemed necessary.

3.3.4.1 Paid Media Production

The IBM/Ketchum team will develop a 30-second and a 60-second radio spot in English and Spanish. We will handle all pre-production work including concept development, script writing, translation, casting, booking, and scheduling. The production would include a Spanish and English producer, recording session with an engineer, sound design and mix, and music licensing. Finally, we will also identify and secure a contract with a voiceover talent.

In addition to the radio spot, the team will develop a print advertisement. We will handle copywriting, designing, and layout to meet the specification of each publication. Ads will be developed in English and Spanish. Graphics, rather than photographs, will be used to ensure appeal to the widest possible audience and efficiency of resources.

3.3.4.2 Partner Paid Media Plan and Buy

The IBM/Ketchum team will leverage our existing partner relationships with demographic focused media and media-based organizations and associations to secure guaranteed placements of our radio spots. Due to economies of scale, and our need to also reach our target demographic groups both within and outside the 28 key markets, the media space purchased will generally run nationally. Our existing relationships will allow us to reach each of the target minority populations (African American, Hispanic, Asian American, and Native American). At this time we anticipate accessing the following partner networks:

- **Hispanic Communications Network:** A Spanish-language radio network that covers 91.4 percent of the U.S. Hispanic market with 252 affiliate stations in 84 media markets.
- **Koahnic Broadcast Corporation:** Koahnic reaches Native Americans through national programming like the [*National Native News*](#), *Earthsongs*, and [*Native America Calling*](#).
- **American Urban Radio Networks:** AURN reaches more African Americans than any other medium in the U.S., providing programming to more than 300 radio stations nationwide. We will use AURN's American Urban Renaissance Network and their American Urban Pinnacle Network (which includes the popular "Russ Parr Morning Show").
- **U.S. Asian Wire:** Radio use among the Asian community is lower than our other target populations. Therefore we will use U.S. Asian Wire's Digital Media Network Distribution, which provides access to TV screens prominently positioned in hundreds of establishments heavily

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trafficked by Asian Americans, such as Asian supermarkets, restaurants, retailers, salons, as well as office and medical buildings.

Working with each of these partner organizations, we will develop a media plan that outlines frequency of airing and markets reached. We will also work to identify additional, added value opportunities on select programs or networks to gain the greatest impact with the available dollars.

3.3.4.3 Supplemental Paid Advertising

Media partners, such as the Hispanic Communications Network, provide the ability to reach key demographic groups where they live – both within and outside our 28 target markets. However, we anticipate the potential need to supplement the partner based advertising buy with select buys in some of our 28 target markets. The additional buys may come on local radio stations or in local newspapers that reach the key demographic audience in a target market, or could be placed in non-traditional publications like a church bulletin. This advertising can be used to provide Coupon Program information, or may be used to promote local events where consumers could obtain individual assistance. The supplemental paid advertising will be decided upon in conjunction with NTIA based on market-by-market need.

3.4 Partner Engagement and Support

The IBM/Ketchum team will continue to reach out to partner organizations that regularly interact with our five target audiences asking them to voluntarily educate their constituents. We anticipate engaging a limited number of additional partners in each of the 28 target markets. As noted above, we will develop materials that can be used and distributed by our partner organizations. We will continue to stay in close contact with our partners through one additional partner conference call, two additional e-newsletters and partner Program e-mail alerts when appropriate. Finally, we will develop a PowerPoint training module and offer it via Webinar several times (approximately 2-4 as needed) to ensure consistent and accurate information dissemination by partners, grantees and other organizations interacting with consumers about the Coupon Program.

3.4.1 Partner Information Distribution

Organizations that interact day-to-day with our target audiences have the access and credibility to move these consumers to action. While many of these organizations do not have the resources to create a special effort surrounding the DTV transition, they do have the ability and the willingness to distribute information and coupon applications directly to those who need them.

The IBM/Ketchum team will produce a two-sided fact sheet that outlines how to participate in the Coupon Program and the steps for completing the transition process. The document will also include a list of resources where consumers can go for help with anything from the coupon application process to troubleshooting reception issues. In addition, copies of the coupon application will also be produced. The intent will be to get these two pieces of information in the hands of consumers through our partners.

While we will use the existing database of more than 400 partner organizations as a starting point for information dissemination, we will expend effort to identify new partners that are specific to each of our 28 target markets. We will ask them to distribute information provided by NTIA, but will also inquire in their ability to conduct additional outreach including hanging posters in public places (i.e.,

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grocery stores, store fronts, etc.) or their willingness to include information or a booth at an upcoming event.

3.5 On-the-Ground Outreach: Mobile Assistance Centers

Mobile Assistance Centers (MACs) will have two primary purposes: 1) help consumers that have yet to apply for coupons complete their application and; 2) demonstrate the converter box installation process, as well as other technical actions to be performed (i.e., adjusting antenna, conducting channel scan, etc.). The MACs will be branded with the TV Converter Box Coupon Program identity and will be equipped with an analog television, converter boxes, and computer terminals. The IBM/Ketchum team will develop and produce creative elements for the program, including initial event set concept, wraps for vehicles, pop-up tents, and signage for use at local events.

We anticipate deploying 7-8 regional MAC teams. Each team would be deployed for a four to five week period covering one region of the country. (Regions will be determined based on proximity of our target markets to maximize time in market and minimize travel time.) We anticipate spending 2-5 days in each selected city. Every team would have its own vehicle and team manager. Along with the team manager, additional MAC staff will be identified and hired for each location. The teams staffing the MACs would reflect the neighborhoods in which they are working (i.e., in Hispanic neighborhoods staff members would be bilingual, etc.). Prior to the MAC launch, all team members will be required to participate in an in-depth training session to ensure understanding of key elements of the program, as well as the technology they are demonstrating.

A schedule for the MAC events, including specific venues, will be developed. The team will manage securing venues, including handling contractual agreements. We anticipate conducting on-the ground events at local retailers, grocery stores, fairs and festivals, neighborhood community centers, and/or at venues operated by local partners.

To supplement the MAC entering a market, we will conduct extensive earned media outreach and engage local partner organizations to participate in and promote the centers. Throughout the tour, The IBM/Ketchum team will provide photos and/or video snapshots of the events. We will also provide a report summarizing the final schedule and outreach activities.

4. Measurement and Tracking

Program objectives that guide accomplishment of our goal include:

- Encourage immediate action among those households that have yet to prepare.
- Increase awareness of the steps required to participate in the TV Converter Box Coupon Program.
- Generate requests for coupons, particularly among target audiences that are behind in their level of preparedness.
- Encourage consumers who apply for TV Converter Box Coupons to use them prior to the conclusion of the transition and the coupon expiration date.

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The IBM/Ketchum team will monitor OTA coupon applications, particularly those in the target 28 markets, and measure success on our ability to increase application numbers from their levels on April 1, 2009 through July 31, 2009 (the last day on which consumers can apply for a coupon). While this is our primary objective, there is recognition that requests for coupons alone will not indicate success or failure of the consumer education program. Our understanding is that the government is not in a position, nor does it desire, to dictate how consumers participate in the digital television transition. Consumer education about the coupon program will offer consumers' options, of which the coupon program is one.

Nielsen will continue to distribute reports on readiness every two weeks. Since the Coupon Program does not collect demographic data, we will rely on Nielsen reports to track progress in readiness of our key target audiences. In addition, the team will track and report on the impact of individual tactical elements of the consumer education program as outlined below.

4.1 Earned Media

The media log is an important tool to capture media coverage of the coupon program and track our earned media efforts as well as media coverage garnered by industry and other DTV transition advocates. It will also allow us to track against our objectives to ensure we are meeting the media impressions required and inclusion of the phone number and web site in campaign coverage.

The media log will be reviewed on a monthly basis to compare media coverage with our target OTA populations and target markets. The media log will be populated by monitoring Factiva, Google News, and cross-referencing our monitoring with NTIA clips. The log will help us to shape our messaging, and redirect our efforts when necessary. It will be updated on a weekly basis and will include the following information:

- Outlet name
- Media type
- Date
- City, State
- Confirmed coverage/headline
- Brief description
- Circulation numbers
- Reporter name
- Target audience of outlet
- Inclusion of Coupon Program Web site address and/or toll-free phone number

The media log will be uploaded to the program Dashboard so NTIA and all team members can access it.

4.2 Transit PSAs

The IBM/Ketchum team will provide NTIA with a schedule listing each city in which transit PSAs will be placed, the approximate date of posting and the type of transit ad that will be placed. Tracking will also include the following:

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- **Transit Shelters:** Exact locations of each transit shelter where the PSA is posted as well as photos of one to two shelter locations will be provided. In addition, the daily effective circulation (DEC), the average number adults 18+ years of age that pass by a transit shelter on a daily basis will also be reported. (The DEC is tabulated by the Traffic Audit Bureau.)
- **On-Bus PSAs:** The proof of performance report for the bus PSAs will include the bus number and a map of the bus routes where the PSAs are placed as well as a limited number of photos. This report will also include a reach, based on bus ridership figures.

4.3 Social Media

NTIA will be provided with a schedule for the viral texting campaign prior to launch. We will then provide the number of texts received per location. Estimates will also be provided for crowd size per event. This will be reported in conjunction with the MACs, where the viral texting billboards will be displayed. Photos of the billboards will also be provided.

4.4 Paid Media

The paid media plan will clearly outline where and when our radio advertising will be placed. Once a media buy is negotiated and the Coupon Program advertisement begins to run, the IBM/Ketchum team will obtain confirmation reports from all networks to ensure the airings coincide with the media buy plan. The report will also including an overview of added value support offered by the partner organization.

4.5 Partner Material Distribution

While a limited number of print materials will be produced, the IBM/Ketchum team will serve as the distribution point for those items. Therefore, we will keep a comprehensive list of materials printed and their quantities. As materials are provided to partners or to NTIA for use at speaking opportunities or other outreach events, we will note how many pieces were shipped, for what purpose and the intended audience.

In addition, since many of our materials will be distributed through partners, the IBM/Ketchum team will continue tracking partner activity on a quarterly basis, which will include dissemination of materials. The partner activity tracker will include a list of partners who are conducting outreach, activities they have conducted, which target population was reached (if directed to specific segment), estimated number of people reached and estimated geography reached (i.e., specific city/town, state, national). Information for input into this database will come from one-on-one discussions with partners.

4.6 Mobile Assistance Centers

The IBM/Ketchum team will track both interactions and impressions garnered through the MACs. An “interaction” is defined as a quality conversation with a consumer and in this case a demonstration/ in-depth discussion about the conversion process. This type of experience with the consumers is more likely to result in action, as compared to just sample or collateral distribution. We define an “impression” as estimated number of consumers exposed to our event presence. This may include people who see the MAC/take information, but do not want to speak with someone. They have none

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the less been reminded of the upcoming transition and the need to act. The team will provide NTIA with photographs and video of the MAC activities as well as a completion report.